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ABSTRACT

An analysis is conducted of the extent to which the stated goals and required academic and clinical experiences of the Oregon administrator preparation program were aligned with identified leader variables and the recommendations of recent educational administration reform reports. Variable categories were selection and admissions, content and training, and outcomes. The administrative certification program at the University of Oregon over the past 10 years is described and analyzed with regard to the Integrated Framework for University Preparation of Educational Leaders. Criteria for four administrator certificates are described: (1) basic administrator certificate; (2) standard administrator certificate; (3) basic superintendent certificate; and (4) standard superintendent certificate. Findings indicate that the administrator preparation program has changed little over the past 10 years. Diversity in terms of ethnic minority, handicapped, and female representation is not actively pursued. The program that exists appears to be very traditional in nature. (11 references) (SI)

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THE PATH OF GOOD INTENTIONS: UNIVERSITY PREPARATION OF EDUCATIONAL LEADERS IN OREGON

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THE PATH OF GOOD INTENTIONS: UNIVERSITY PREPARATION OF EDUCATIONAL LEADERS IN OREGON

Introduction

University preparation programs of educational leaders like those that prepare teachers have recently found themselves the focus of attention and criticism with regard to the quality of practitioners they graduate.[1] In Oregon policymakers have joined the chorus with a critique of the state's higher education system in general.[2] Limited fiscal resources have necessitated the scrutiny of all academic programs in the state with an eye to increasing accountability and decreasing duplication across institutions. University program administrators may choose to regard this state of affairs as a threat to the status quo or as an opportunity to foster more efficient and healthier programs, with the end goal that of offering higher quality educational experiences to students. This situation is timely for Oregon's

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[1] Leaders for America's Schools: The Report and Papers of the National Commission on Excellence in Educational Administration, Daniel E. Griffiths, Robert T. Stout, and Patrick, eds. (Berkeley, CA: McCutchan Publishing Co., 1988); Daniel E. Griffiths, "Educational Administration: Reform PDQ or RIP," a paper presented as an invited address at the Annual Conference of The American Education Research Association (New Orleans, April 1988); Improving the Preparation of School Administrators: An Agenda for Reform, a report of the National Policy Board for Educational Administration (Charlottesville, VA: University of Virginia, Curry School of Education, May 1989).

[2] In particular the governor and state legislators have been critical of the higher education system in Oregon.

educational administrator preparation programs and served as an impetus for this study of the state's largest program, at the University of Oregon.

The central purpose of this research was to analyze the extent to which the stated goals and required academic and clinical experiences of the administrator preparation program aligned with identified leader variables and the recommendations of recent educational administration reform reports. The mission, scope, content and focus of the certification program over the last ten years was analyzed using the Integrated Framework for University Preparation of Educational Leaders developed by the authors.

The Integrated Framework for University Preparation of Educational Leaders

The conceptual framework utilized represents a distillation of the literature on effective leadership behavior initially proposed by Yukl[3] but refined and translated by the authors into a comprehensive model for university preparation programs of educational leaders.[4] The framework may be considered in three

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[3]Gary A. Yukl, Leadership in Organizations (Englewood Cliffs, NJ: Prentice-Hall, Inc., 1981); Kenneth N. Wexley and Gary A. Yukl, Organizational Behavior and Personnel Psychology (Homewood, IL: Richard D. Irwin, Inc., 1984).

[4]For summaries of the various theories of leadership as applied to educational administration, see the following: Roald F. Campbell, Luvern L. Cunningham, Raphael O. Nystrand, and Michael D. Usdan, The Organization and Control of American Schools, 5th ed. (Columbus, OH: Charles E. Merrill Publishing Company, 1985; Thomas J. Sergiovanni, Martin Burlingame, Fred D. Coombs, and Paul W. Thurston, Educational Governance and Administration (Englewood Cliffs, NJ: Prentice-Hall, Inc., 1987).

major segments: 1) selection and admissions criteria; 2) content and training variables; and 3) outcomes of administrator preparation programs. (See Figure One.) Criteria associated with selection and admission consist of those baseline qualities research has indicated are desirable in leaders. Content and training variables are comprised of those to be addressed within coursework and clinical experiences and are divided into four categories: leader behavior, leader power, intervening factors, and exogenous situational factors. Outcomes refer to end results, i.e., indicators of program effectiveness or success in training educational leaders.

Methodology

As this research was conceived as a case study consisting of a single site and was exploratory in nature, an open content analysis of existing documents and historical traces was made for the administrator certification program. Included were appropriate institutional catalogues, brochures, program booklets, and course syllabi for required courses and clinical experiences over the past ten years. Triangulation was attempted between documents and verification sought outside from individuals historically familiar with the programs. The analysis consisted of matrix matching of titles, content, and course objectives with the variables in the conceptual framework. No attempt was made to infer what was taught from archival materials although informal interviews were conducted where possible with course instructors and clinical

The Integrated Framework for University Preparation of Educational Leaders

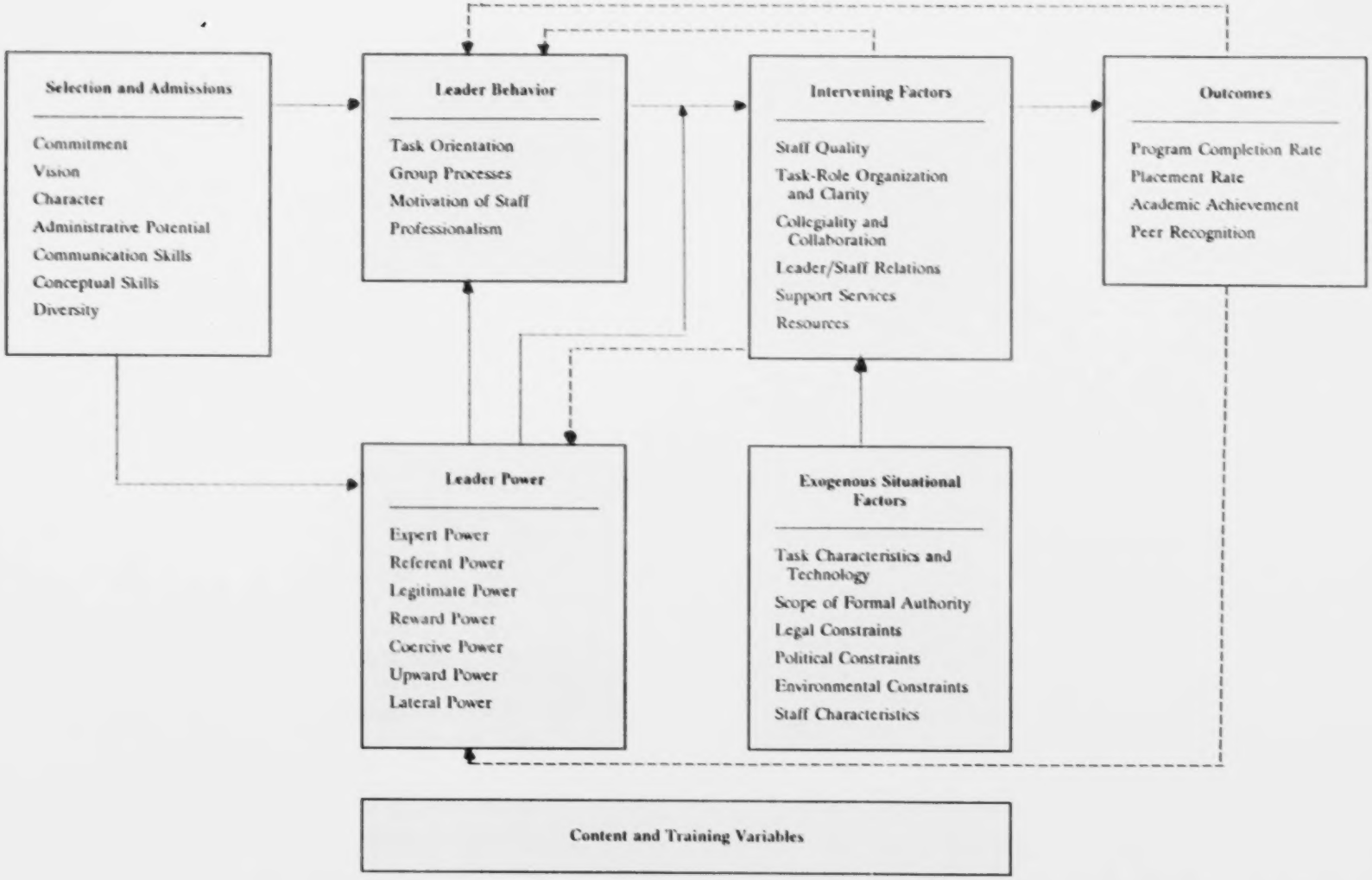

Figure 1

experience supervisors where ambiguities existed. In that sense a naturalistic approach was taken relative to the collection of the data.

Definition of Variables in the Model. This section of the paper lists and defines the variables in each of three major categories: selection and admissions; content and training; and outcomes.

Selection and admissions criteria are based on the following leader qualities and characteristics, as defined:

1) Commitment--motivation and energy level;
2) Vision--planning and goal-setting skills;
3) Character--emotional maturity and a well-defined sense of ethics and values;
4) Administrative potential--demonstration of technical skills required for educational leadership positions;
5) Communication skills--ability to express oneself effectively in writing and verbally in various settings and situations;
6) Conceptual skills--academic ability to complete coursework and clinical experiences;
7) Diversity -- inclusion of populations historically under-represented in educational leadership, e.g, ethnic and racial minorities, women, handicapped.

Content and training are divided into four categories: leader behavior; leader power; intervening variables; and exogenous situational variables.

Leader behavior includes task orientation, group processes, motivation of staff and professionalism. Task orientation is the ability to "get things done" while group processes involve utilizing a team approach where appropriate. Motivation of staff, long recognized as a necessary skill for leaders, is the

achievement of goals through offering incentives to staff. Professionalism may be defined as modeling leadership behavior, such as mentoring.

Seven types of leader power are considered essential in the framework:

1) Expert power--influence based on status as one knowledgeable in the area of educational leadership;
2) Referent power--influence based on the desire of others to please the leader;
3) Legitimate power--influence through staff acceptance of the formal position, title, and status of the leader in the formal organization;
4) Reward power--influence through the giving and withholding of incentives;
5) Coercive power--influence based on sanctions and punitive measures;
6) Upward power--influence with those at higher levels in the organizational hierarchy;
7) Lateral power--influence of those at same level in the organizational hierarchy.

Intervening factors refer to variables within the organization that cause the educational leader to assess them and select the appropriate leader behavior and power strategies. These include six variables:

1) Staff quality--effort, commitment, conceptual, and technical skills possessed by staff members;
2) Task-role organization and clarity--division of job responsibilities among staff and clear definitions of those responsibilities;
3) Collegiality and collaboration--strength of informal relations among staff that enables them to work cooperatively;
4) Leader/staff relations--feelings and perceptions, positive or negative, of leaders and staff toward one another;
5) Support services--broad range of human and material resources available to leaders to enable them to carry out their responsibilities;
6) Resources--adequate funding.

Exogenous situational factors pertain to those within and outside the organization that temper leader behavior, power, and intervening factors. They are as follows:

1) Task characteristics and technology--level of skill and training necessary for staff to carry out responsibilities;
2) Scope of formal authority--limits of a leader's formal decision-making;
3) Legal constraints--local, state, and federal statutes and administrative rules that affect the organization and the behavior of the leader and staff;
4) Political constraints--local, state, and federal politics, involving school boards, legislatures, governors, Congress, governing boards and agencies at all levels, lobbies, and coalitions;
5) Environmental constraints--characteristics of the particular community in which a school is located;
6) Staff characteristics--needs, values, and personalities of individual staff members.

Outcomes refer to measures of success for a preparatory program and may be divided into four categories:

1) Program completion rate--percentage of those accepted into the program who receive administrative certification;
2) Placement rate--percentage of those receiving administrative certification who obtain employment as school administrators;
3) Academic achievement--grade point averages of those completing the program;
4) Peer recognition--receipt of awards and honors by local, state, and national organizations, e.g., professional, civic.

Description and Analysis of the Administrative Certification Program

This section of the paper describes the administrative certification program at the University of Oregon over the past ten years and then analyzes it with regard to the Integrated Framework

for University Preparation of Educational Leaders.[5] At present Oregon school administrators receive one of four administrative certificates: the basic administrator; the standard administrator; the basic superintendent; and the standard superintendent. Each requires the student to take a group of courses; for the basic certificates a practicum of six quarter hours or 208 hours of on-the-job time is also requirements. Over the past ten years the structure and content of certification has changed little. In 1986, "administrator" replaced "principal" for the basic and standard administrator certificates although these are the certificates required for the principalship. Administrator certification in Oregon is driven by the Teachers Standards and Practices Commission, a state level body whose members are appointed by the governor.

Selection and Admissions. A single set of selection criteria governs admission to the certification program, regardless of whether one is pursuing an administrator or superintendent certificate at the basic or standard level. Application to the certification program consists of a "paper screen"; that is,

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[5]This analysis does not include an experimental program in its second year, funded by the Fund for Improvement of Postsecondary Education (FIPSE), for training a small cohort of classroom teachers aspiring to the principalship. For further information, see Beyond Academics in the Preparation of Educational Leaders, a proposal to the Fund for the Improvement of Postsecondary Education (Eugene, OR: Division of Educational Policy and Management, University of Oregon, March 1988); Richard Schmuck, Diane Dunlap, and Faith Crampton, "Access to Excellence: The Oregon Wednesday Program," a paper presented to the Annual conference of the University Council for Educational Administration, in Cincinnati, Ohio, October, 1988.

candidates are selected based on submission of satisfactory letters of recommendation from administrators and/or professors; a written essay by the applicant describing professional goals; evidence of enrollment or completion of a master's degree;[6] transcripts of graduate and undergraduate coursework; and scores on one of two standardized tests, the Miller's Analogy Test (MAT) or the Test of Standard Written English (TSWE).

The framework lists seven key variables involved in selection of educational leaders, as follows: 1) commitment; 2) vision; 3) character; 4) administrative potential; 5) communication skills; 6) conceptual skills; and 7) diversity. The primary source of information regarding these variables was booklets of program requirements, updated annually and distributed to those interested in making application to the certification program.[7] Over the ten year period, selection criteria has consistently emphasized conceptual skills, particularly through previous academic achievement, scores on standardized tests, and enrollment or completion of an advanced degree. Conceptual skills and communication skills are assessed through recommendation forms provided by the division. Administrative potential may be addressed if candidates' recommendations include previous employers

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[6]It is important to note here that the master's degree is not restricted to education or educational administration. Rather it may be taken in any field.

[7]Administrative Certification Program: Manual of Policies, Procedures and Forms, annual editions 1979-1989 (Division of Educational Policy and Management, College of Education, University of Oregon, Eugene, Oregon).

who are educational administrators. However, the selection criteria does not specify that they must be educational administrators. Written communication skills can be assessed to some extent through the candidate's essay on professional goals. Commitment, vision, and character might be revealed through recommendations and/or the candidate's essay. It is important to note that while transcripts, test scores, and advanced degrees may be construed as direct evidence of adequate conceptual skills, recommendations and essays get at the selection variables, at best, indirectly. In addition ethnic and gender diversity, still a serious issue for educational administration, is not addressed in the selection process. Affirmative action information that would allow monitoring of representation and baseline data for recruiting women and minorities has not been gathered on the application for admission. However from 1985 forward the program manual contains a statement encouraging the application of students of color as the result of a memorandum from the University Office of Affirmative Action.[8] The program manuals have no similar statement with regard to women or handicapped.

Content and Training Variables. Content and training variables are divided into four major categories: leader behavior; leader power; intervening factors; and exogenous situational factors. These categories are applied to each administrative

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[8] Memorandum, #85.44, from Bean Comrada, Director, Office of Affirmative Action of the University of Oregon, to Deans, Department Heads, Directors, and Heads of Graduate Programs, regarding graduate student recruitment, April 25, 1985.

certificate, with the source of information being course descriptions found in university and program manuals and course syllabi where available. Overall the types and content of required courses varied little over the ten year span of this study.

The Basic Administrator Certificate

The basic administrator certificate at the University of Oregon consists of eleven quarter hours of coursework and a six hour practicum or clinical experience. Coursework falls into the areas of personnel evaluation, supervision of instruction, educational leadership, business management, and school law. In terms of the types of courses required and the number of quarter hours, little has changed over the past ten years.[9] In 1987 the most notable change took place in when the hours required for the administrative practicum were tripled from two to six quarter hours, or 67 to 201 hours of actual practicum, and a course entitled, "Simulation: Decisionmaking," could no longer be substituted for the practicum. Students still may have the practicum waived if they can demonstrate proof of administrative experience.

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[9]To be more specific, there have been changes in course titles; for example, "Budget Planning and Preparation" was changed to "Business Management in Education," and "Educational Organization and Administration" was changed to "Educational Leadership." However, course content did not change significantly.

Leader Behavior. Leader behavior is manifested in course content about task orientation, group process, motivation of staff, and professionalism. At the basic administrator level each of these areas is touched upon in the courses in supervision, leadership, law, business management, and the practicum. Courses such as law and business management are predominantly task-oriented while supervision and leadership focus on group process and motivation of staff.

Leader Power. Leader power falls into both the formal and informal spheres of influence used by educational leaders to achieve educational goals, and include the following types: expert, referent, legitimate, reward, coercive, upward, and lateral. Courses such as personnel evaluation, supervision of instruction, leadership, and the practicum touch upon all the types of power mentioned. while the more specialized courses in business management and law focus on legitimate power.

Intervening factors. Intervening factors are those that exist within the educational leader's domain which temper leadership behavior and power. Specifically they refer to staff quality, level of collegiality and collaboration among staff, the organization and clarity of staff's job responsibilities, leader/staff relations, and the availability of adequate support services and resources. Three courses, personnel evaluation, supervision of instruction, and leadership clearly address all of the intervening factors. School law addresses leader/staff

relations in the collective bargaining realm. While the practicum may address some or all of these factors, it is not explicit in program descriptions.

Exogenous situational factors. Exogenous situational factors refer to both external and internal dynamics that impact intervening factors and temper leader power. They are: task characteristics and technology; scope of formal authority; legal, political, and environmental constraints; and staff characteristics. All of the required course, with the exceptions of school law and business management, as well as the administrative practicum address all of these factors. Business management does not address political and environmental constraints. School law focuses on legal constraints and scope of formal authority.

The Standard Administrator Certificate

The standard administrator certificate requires twenty hours of coursework beyond the basic certificate. It includes a concentration of three education law courses--contract management, students rights, and teacher rights--as well as courses in governance and policy, educational psychology, curriculum foundations, program evaluation, and school/community relations. These requirements have remained fairly constant over the past ten years with few exceptions. Prior to 1985, students were required

to take a workshop in communication skills and human relations instead of governance and policy of schools; and before 1981 a separate course in policy development was required.

Leader behavior. Courses in law, curriculum, program evaluation and school/community relations address task orientation while educational psychology and school/ community relations pertain to group processes. Professionalism is addressed by law courses, program evaluation, and school/community relations. However none addresses staff motivation.[10]

Leader power. Legitimate power is covered in all of the required coursework except educational psychology. School/community relations touches on expert and referent power while governance and policy address upward power. Coercive power is addressed in the law courses while reward and lateral power are not.

Intervening factors. Staff quality is best addressed by program evaluation while task-role organization and clarity is addressed in three courses--governance and policy, curriculum, and program evaluation. Leader/staff relations are found in teacher rights and contract management. However, collegiality and collaboration, support services, and resources are not touched on in any of the courses.

Exogenous factors. Of the four categories of content and training variables, this area receive the most attention in terms

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[10]The course in educational psychology focuses on teacher motivation of students.

of the number of courses that address it. Task characteristics and technology are addressed by governance and policy, curriculum foundations, and program evaluation. All of the required courses, except educational psychology, address the scope of formal authority of educational leaders. The law courses and governance and policy address legal constraints leaders face while governance and policy and school/community relations address political and environmental constraints. Staff characteristics are touched on in educational psychology and governance and policy.

The Basic Superintendent Certificate

The basic superintendent certificate requires fifteen quarter hours of coursework and six quarter hours of practicum according to program manuals. However ten of these hours were taken in order to receive the basic and standard administrator certificates so that the superintendent certificate requires five hours of coursework or two courses, human resource management and collective bargaining, in addition to a practicum.

Leader behavior. The practicum addresses all four areas of leader behavior while collective bargaining addresses one, task orientation. Human resources management focuses on group process and staff motivation.

Leader power. Both collective bargaining and human resource management address all areas of leader power as does the practicum.

Intervening power. Human resource management addresses staff quality. The practicum along with human resource management addresses task-role organization and clarity; collegiality and collaboration; and leader/staff relations. Support services are included in the practicum while resources are addressed in the practicum and collective bargaining.

Exogenous factors. Task characteristics and technology are addressed in collective bargaining and the practicum. The scope of formal authority is touched on in both courses and the practicum. Legal constraints are addressed in collective bargaining and the practicum while political and environmental constraints are addressed only by the practicum. Staff characteristics are found in human resource management and the practicum.

The Standard Superintendent Certificate

The program leading to the standard superintendent certificate requires twenty-two quarter hours of coursework, but all of the listed courses, except school finance and school buildings, are required for the certificates leading up to the standard superintendent endorsement. In reality, four quarter hours of coursework are required, and a practicum is not necessary for the standard superintendent certificate.

Leader behavior. School finance and school buildings apply only to task orientation in this division.

Leader power. These two courses address two of the seven categories of leader power--reward power and upward power.

Intervening factors. Schcol finance and school buildings address two of the six areas in this category of content and training--support services and resources.

Exogenous factors. Both courses address task characteristics and technology, scope of formal authority, and legal constraints. Political and environmental constraints are included in school finance while staff characteristics are addressed by staff buildings.

Outcome Variables. Outcome variables include program completion rate, placement rate, academic achievement, and peer recognition. Academic achievement is the only factor addressed by the certification program. In order to receive an administrative certificate in Oregon, one must have a master's degree and perform satisfactorily in coursework and the practicum. Satisfactory performance consists of maintaining a "B" average overall in coursework whereas the practicum is graded Pass/No Pass. Completion and placement rate data are gathered and analyzed by the Teachers Standards and Practices Commission rather than by the university. Peer recognition remains an area where no formal follow-up has been undertaken with regard to professional and civic awards for performance as educational leaders.

Summary. Looking across the four certificates with regard to selection and admissions criteria, content and training variables, and outcomes, some observations may be proffered. For selection

and admissions, measurement of conceptual skills has received and continues to receive the most attention while diversity receives the least. Commitment, vision, character, and administrative potential are not directly mentioned or measured. Content and training variables may also be summarized. In the area of leader behavior, task orientation receives the most attention, appearing in over three-fourths of required courses while staff motivation received the least, found in approximately one-third. In terms of leader power, legitimate power is covered in the largest number of courses, two-thirds. Reward and lateral power receive the least attention, being mentioned in about fifteen percent of the courses, with coercive and referent power mentioned in twenty-one percent. For intervening factors, leader/staff relations are mentioned in approximately half of the courses while support services receive the least attention, appearing in approximately one-fifth. Scope of formal authority received the most attention of all exogenous factors, being mentioned in over three quarters of the courses. Political and environmental constraints tie for last place, being mentioned in less than one-third of the courses. Finally, measurement of outcomes is limited to academic achievement, i.e., attainment of a degree and a minimally acceptable grade point average.

What emerges is a preparation program very traditional in appearance emphasizing task orientation, legitimate power, leader/staff relations, and scope of formal authority with less emphasis placed on staff motivation; reward and lateral power;

support services; and political and environmental constraints. In addition, as an administrator progresses through the requirements of each certificate, emphasis on leader behavior diminishes, with fewer courses required at each level. For the standard administrator and standard superintendent certificates major emphasis is placed on task orientation. At the basic superintendent level only the practicum touches upon all four areas of leader behavior.

Comparison of the Administrator Preparation Program to Recommendations of National Reports

How does the preparation program of educational leaders at the University of Oregon stack up against recommendations of the National Task Force on Excellence in Educational Administration and the National Policy Board for Educational Administration? The Task Force recommended administrator preparation programs be organized around five strands: 1) the study of administration; 2) the study of the technical core of educational administration and the acquisition of vital administrative skills; 3) the application of research findings and methods to problems; 4) supervised practice; and 5) demonstration of competence.[11] In addition, the report recommended to deans that, "Universities should provide scholarships and other incentives to recruit able students, particularly those from ethnic minority groups."[12]

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[11] Leaders p.16.

[12] Ibid. p.19.

The current certification program focuses on the study of educational administration in general, its technical core, and administrative skills. The weakness in both the task force recommendations and the certification program lies in their failure to ask what is educational administration; what should constitute the technical core and how much of total preparation time should be spent on it; and what administrative skills should we be teaching, and how much time should be spent on the various skills? Analysis based on the integrated framework suggests the major part of students' time is currently spent studying the technical core or tasks at the expense of many other important leadership areas. Traditional administrative skills are emphasized while others necessary for effective leaders are virtually ignored.

With regard to the second recommendation on recruitment of ethnic minorities, clearly the University of Oregon is not alone in its need to aggressively recruit ethnic minorities into the certification program. However, neither the task force recommendation and the certification program acknowledges the under-representation of women in educational administration. While certification classes at the principalship now contain more women than ten years ago courses for the superintendency often do not. In addition, neither speaks to outcomes--measures of the effectiveness of programs. Are women who complete the program being placed in administrative positions at the same rate as their white male counterparts? If university preparation programs accept responsibility for outcomes, this area must be addressed.

The National Policy Board for Educational Administration also made a number of recommendations for the preparation of education leaders. They identified elements of the curriculum to include: 1) societal and cultural influences on schooling; 2) teaching and learning processes and school improvement; 3) organizational theory; 4) methodologies of organizational studies and policy analysis; 5) leadership and management processes and functions; 6) policy studies and politics of education; 7) moral and ethical dimensions of schooling.[13] In addition, they also recommended vigorous recruitment of women and ethnic minorities.[14] However, a recommendation for strengthening faculty selection and recruitment made no mention of the under-representation of women and ethnic minorities on faculties of educational administration and the need to vigorously recruit them as well.[15] A fourth recommendation included a one year field residency.[16] Their curricular recommendations follow much more closely the content and training variables of the integrated framework. However morals and ethics are considered content rather than a selection criterion. Their vision of diversity includes women as well as ethnic minorities. The one year residency far exceeds the current preparation program requirement of 208 hours.

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[13] Improving the Preparation p.6.

[14] Ibid. p.5.

[15] Ibid.

[16] Ibid. p.6.

Conclusions and Policy Implications

This paper has examined the preparation of educational leaders over the last ten years in Oregon's largest program utilizing the Integrated Framework for University Preparation of Educational Leaders. Several important conclusions can be drawn. First the administrator preparation program has changed little over the past ten years with regard to selection and admissions criteria, content and training variables, and measurement of outcomes. Selection and admissions focus on conceptual skills using a traditional paper screen. Diversity, in terms of ethnic, minority, handicapped and female representation, is not actively pursued. The program that exists appears to be very traditional in nature, emphasizing formal, hierarchical administrator/subordinate relationships and task orientation. At the program level little is done to measure its effectiveness in terms of outcomes as graduates are not tracked in terms of their careers and achievements.

We would like to close with some personal observations. Is the Oregon preparation program qualitatively different from many other well-respected programs across the nation? Probably not. Why in the face of several years of criticism of the educational enterprise have administrator preparation programs not changed appreciably? There is an adage that seems applicable: nothing changes if nothing changes. If the same course content is placed under new titles, nothing has changed. If the same types of practica are merely extended in duration, nothing has changed. If affirmative action statements are added to program manuals but

actual recruitment, support,[17] and followup of graduates does not take place, nothing has changed. A modified systems model approach like the Integrated Framework for University Preparation of Educational Leaders proposed here may not be novel; actually using it may.

[17]The University of Oregon has a Council for Minority Education that provides significant support, academically and emotionally, for undergraduate minority students to insure their graduation once accepted into the university. Such a model may be useful at the graduate level in administrator certification programs. In addition, another type of support is the presence of faculty members with whom students from historically under-represented populations can identify, i.e., women and minority faculty .

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